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NEW CHARDON STREET
DEVELOPMENT GUIDELINES
SUMMARY



Development Concept

- 400 units of affordable housing during Phase I, plus a minimum of 200 market rate units
- Mixed-use development encouraged, including office/retail
- Master Plan for full eight acre site
- Preference to West Enders in allocation of housing
- Ample on-site parking
- Services including daycare and security

State Agency Requirements

- Space requirements and relocation plans for DMH/DES to be specified in agreement with DCPO prior to issuing RFP
- 50 bed replacement facility during Phase I for Parker Street Shelter on site - off site
- Minimum of 3% DMH set aside for new on-site housing

Design Recommendations

- *-Introduction of street pattern and/or pedestrian pathways to subdivide urban renewal superblock
- Mid-rise buildings required which create traditional Boston "street wall"
15-20
- Proposals encouraged to minimize building height
- Proposals required to reflect architectural prominence of Lindemann/Hurley

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NEW CHARDON STREET
Citizens Advisory Committee

MEMORANDUM

TO: New Chardon Street Citizen Advisory Committee
FROM: Staff
DATE: March 27, 1987
RE: Meeting Schedule

On behalf of Marty Jones, Chair of the New Chardon Street Citizen Advisory Committee we would like to inform you of the following meeting schedule:

✓ Public Hearing:

April 22, 1987
7:30 P.M.
The North End Union
20 Parmenter Street
Boston, MA

✓ Post-Public Hearing Meeting:

Topic: Discuss Public Hearing and formally adopt guidelines

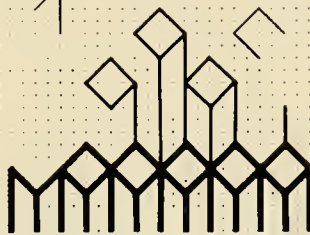
April 28, 1987
8:00 A.M.
1 Ashburton Place
Conference Room 1
21st Floor
Boston, MA 02108

As always if you have any questions please call Margie Murphy at 727-0467. We look forward to seeing you at all of the above mentioned meetings.

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One Ashburton Place
Room 1512
Boston, MA 02108
(617) 727-0467



NEW CHARDON STREET
Citizens Advisory Committee

New Chardon Street Citizen Advisory Committee

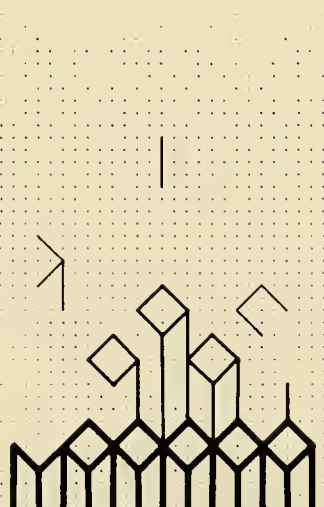
PUBLIC HEARING
AGENDA

- I. WELCOME
Jack Carlson, Deputy Commissioner
Division of Capital Planning and Operations
- II. OVERVIEW
Marty Jones, Chairman
New Chardon Street Citizens Advisory Committee
- III. CAC PRESENTATION
 - 1. Development Concept
Reese Fayde, Chairman
Program Subcommittee
 - 2. State Agency Requirements
Vin McCarthy, Chairman
Human Services Subcommittee
 - 3. Design
Jim McNeely, Chairman
Design Subcommittee
- IV. TESTIMONY
- V. CLOSING REMARKS
Marty Jones, Chairman
New Chardon Street Citizens Advisory Committee

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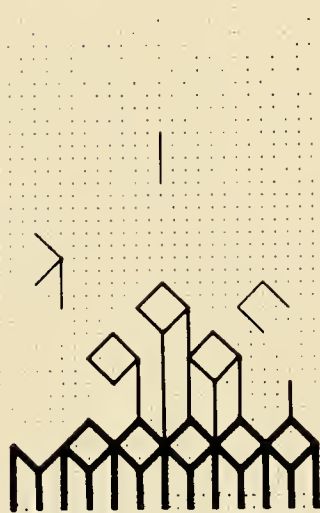
NEW CHARDON STREET CITIZENS ADVISORY COMMITTEE
FINAL DRAFT DEVELOPMENT GUIDELINES

February 10, 1987

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NEW CHARDON STREET DEVELOPMENT GUIDELINES

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INTRODUCTION

"Affordable housing is an indispensable part of the American Dream," Governor Michael S. Dukakis has said. But the dream is fading for most Bay State citizens. Today, producing a unit of housing costs more than most Commonwealth residents can afford. It is the cruelest of facts that the elderly and the working poor cannot afford housing. And increasingly, moderate and middle income home buyers are being priced out of the market as well.

On June 4, 1986, Governor Dukakis, joined by Mayor Raymond Flynn, announced a major housing initiative for the New Chardon Street property, land once part of Boston's historic West End neighborhood. At the core of the Governor's proposal is a pledge to build at least 400 affordable housing units on the New Chardon site. Senate President William Bulger and Rep. Salvatore DiMasi, also present, called the measure critical to the future housing needs of city residents.

During the 1950's and 1960's, Boston's historic West End was leveled. The eight acre New Chardon property, designated "Parcel One" in the Government Center Urban Renewal Plan, contained as many as 190 residential and commercial structures. Built in their place was the "Government Services Center," where planners slated three state office buildings for development. Only two structures were constructed, the Charles F. Hurley Building and the Erich Lindemann Mental Health Center. The third, a high-rise building, was never constructed, leaving 3.1 acres of the eight acre site vacant.

This unbuilt 3.1 acre parcel, which has been declared surplus to state need, is one of the largest and most valuable development sites remaining in Boston's downtown. As such, its development represents a major opportunity to create decent affordable housing near mass transit service and within walking distances of downtown employment.

Pursuant to Chapter 7 Section 40F of the Massachusetts General Laws, the Deputy Commissioner of the Division of Capital Planning and Operations has convened the New Chardon Street Citizens Advisory Committee in order to advise him on reuse restrictions for the state-owned 3.1 acre surplus state property, part of the larger eight acre site. During the period from August 12 to February 10, 1986, the New Chardon Street CAC -- a coalition of neighborhood leaders, community representatives, development specialists, design professionals and elected officials -- met in an effort to define development priorities.

In considering development options for the 3.1 acre site, the committee was compelled to examine relationships between the parcel and existing conditions on the balance of the eight acre

property. In this regard, the committee recommends that development of the three acre parcel proceed in the context of a master plan for full site redevelopment. The reasons for this are as follows:

- To provide the greatest possible development incentives for constructing affordable housing;
- To comprehensively address urban design and environmental requirements;
- To leverage development on behalf of possible human service benefits, including upgrading Lindemann Community Mental Health Center facilities.

The New Chardon Street property contains approximately 8.2 acres of land and is entirely owned by the Commonwealth. The components of the site consist of the existing buildings and open space. The Hurley Building contains 365,500 gross square feet, and the Lindemann Center contains 220,000 gross square feet. The balance of undeveloped and developed open space consists of the following:

1. Undeveloped surplus parcel	135,000 SF	(3.1 acres)
2. Existing Plaza	42,000 SF	
3. North Plaza	24,200 SF	
4. Cambridge Street Plaza	13,300 SF	
5. Proposed Merrimac Street taking	<u>32,000 SF</u>	
TOTAL LAND AREA	246,500 SF	(5.7 acres)
	<u>32,000 SF</u>	Less Merrimac Street taking if it occurs
NEW LAND AREA	214,500 SF	(4.9 acres)

This document represents a preliminary report of findings for reuse restrictions for the New Chardon Street property as determined by the New Chardon Street Citizens Advisory Committee. The report is issued in anticipation of holding a public hearing on its contents and filing disposition legislation.

In the following sections of this document--Section 1: Development Concept; Section 2: State Agency Requirements; Section 3: Design; and Section 4: Process--the New Chardon Street Citizens Advisory Committee presents its specific development recommendations.

I. DEVELOPMENT CONCEPT

The fundamental purpose of redeveloping the New Chardon Street site is to construct the maximum number of affordable new homes

for middle, moderate and low income Boston residents. Thus, the committee calls for a development concept that balances the goal of delivering affordable housing with the requirements of quality construction, design excellence and financial feasibility. The CAC also encourages mixed uses in the development as a way to enliven and complement the residential environment, to contribute to the activity in the downtown and government center core and to improve the project's financial feasibility.

In calling for development and reuse of the site, the CAC recognizes the loss of Boston's historic West End residential neighborhood. As a result, the Committee wants redevelopment of the New Chardon Street site to be particularly responsive to the interests of former West Enders.

Recommendation 1: A minimum of 600 housing units should be constructed. It is required that 400 of these units be affordable units constructed on the surplus three acre parcel during Phase I of the project's development.[1] The housing will be affordable to moderate, middle, and low income households. Within the total number of housing units, an income-mix distribution of 33% market, 33% middle, and 17% moderate is preferred, and a minimum of 17% low income units is required. In accordance with state goals, it is required that a minimum of 3% of the affordable housing units developed be set aside for qualified Department of Mental Health clients.[2]

[1] Affordable housing is defined here by Massachusetts Housing Finance Agency (MHFA) standards. To be affordable, the rental or carrying costs of the residential unit cannot exceed 25-30% of an eligible family's income. Assistance may be available for middle, moderate, and low income families. Middle income is defined as 80 to 110% of median income, moderate income is 50 to 80% of median income, and low income is up to 50% of median income. Currently, the median income for a family of four in the Boston SMSA is \$34,000.

[2] All developments with MHFA loan commitments made after 1979 must make units available to clients serviced by DMH as follows: 3 percent of the units in Section 8 New Construction/Substantial Rehab developments and 3 percent of both low and market income units in developments assisted under other programs. If DMH is not able to provide suitable applicants or sufficient support services satisfactory to MHFA, the owner may be relieved of the obligation. (Multifamily Policy and Operating Procedures Handbook, Section 9-G, Massachusetts Housing Finance Agency).

Developers are encouraged to make use of public programs to finance below-market rate housing construction.[3]

Recommendation 2: The Committee requires that former West End residents be given preference in the allocation of housing opportunities consistent with urban renewal practice and the relocation policies and procedures of the Commonwealth and the City of Boston. A significant West End remembrance should be considered in accordance with the important historic legacy of the West End neighborhood.

Recommendation 3: Homeownership is strongly encouraged to provide equity participation for residents of the development. The affordability of the low, moderate, and middle income units should be preserved for the long term through mechanisms such as equity limitations and appreciation cap rates. Developers should provide a suitable mix of one, two and three bedroom units to encourage family diversity. Although homeownership is preferred, flexibility and variety of choice will be considered. A range of housing forms can be considered -- homeownership, rental, limited equity ownership and others -- that create a stable and marketable housing environment.

Recommendation 4: Development of a mixed use project is strongly encouraged. Market rate housing, parking and office uses should be considered by developers as part of the overall effort to leverage affordable new homes. In addition, the inclusion of retail, office and other mixed uses is encouraged in order to provide convenient and accessible services and amenities to residents and users of the development, as well as contribute life and activity to the development and surrounding neighborhoods. While mixed-use development of the eight acre site is strongly encouraged, the committee recommends predominantly residential development of the three acre site. A purely commercial non-housing proposal for development of the three acre site is prohibited. The ultimate mix of uses should depend on a balance of program, design, and market factors that are based on CAC guidelines and further refined by developers' responses to a Request for Qualifications (RFQ) and a Request for Proposals (RFP).

[3] State programs that can be used to increase the units' affordability include the Housing Opportunities Program, which writes down mortgage costs for eligible moderate and middle income families, the SHARP program (State Housing Assistance for Rental Production), Chapter 667 for Elderly Housing and Chapter 705 for low-income family housing.

Recommendation 5: It is required that development proposals reflect consideration of the full eight acre site. Developers are required to submit master plans for full site development to an overall site density between FAR 4 and FAR 6.[4] The master plan should provide for approximately one million square feet of new construction and form the basis for a major mixed-use housing development that could include office, retail, institutional and related uses. Initial design and financial analysis suggest that 350,000 square feet of office space, 10,000 square feet of retail space, and 600 housing units would be compatable with full site development. Developers are required to focus Phase I proposals on development of the 3.1 acre parcel.

Recommendation 6: Developers are required to address support services, including day care, security, property maintenance, project management, and other amenities contributing to the safety, welfare and quiet enjoyment of a mixed-income resident population.

II. STATE AGENCY REQUIREMENTS

The Department of Mental Health and the Division of Employment Security currently occupy the two buildings on the site: the Erich Lindemann Mental Health Center and the Charles F. Hurley Building. Attention to the program needs and design requirements of these user agencies is essential to the successful development of the full eight acre site.

The Department of Mental Health (DMH) and the Division of Employment Security (DES) have expressed interest in relocating their operations. Both buildings, as presently configured, are inefficient and hard to maintain. DCPO, in collaboration with DMH and DES, will analyze their space needs and, if appropriate, propose a plan for the possible relocation of these programs.

Recommendation 1: It is required that prior to issuing the Request for Proposals, the Division of Capital Planning and Operations will formulate an agreement with the Department of Mental Health and the Division of Employment Security that states

[4] Comparison of the eight acre New Chardon parcel with other city locations where the property area approximates New Chardon's size show densities in the range of FAR 4 to 6. These areas include such districts as Batterymarch/Financial District (FAR 3.8); Quincy Market/60 State Street (FAR 3.9); Transportation Building/Park Square (FAR 5.3); and Copley Place (FAR 5.8).

the space requirements and relocation plans for each agency's programs currently existing in the Lindemann and Hurley buildings. DCPO will study a range of options, including renovation and continued occupation of either or both buildings and construction of on-site or off-site replacement facilities for all or part of the programs currently housed in Hurley and Lindemann. No relocation should occur unless or until such program requirements are identified and suitable replacement facilities are available for occupancy. Construction of any future development on the site should be phased in accordance with a timeline developed by the Division of Capital Planning and Operations in collaboration with the Department of Mental Health and the Division of Employment Security.

Recommendation 2: It is required that a 50-bed replacement facility for the Parker Street Shelter for the Homeless, located either on or off-site, be developed during Phase I of this project. The facility should be designed in accordance with specifications from the state's Executive Office of Human Services.

Recommendation 3: As indicated in the Development Section, Recommendation 1, a minimum of 3% of new on-site housing opportunities should be set aside for qualified DMH clients. These units should be scattered among the balance of new housing units and should be indistinguishable from other housing units.

III. DESIGN RECOMMENDATIONS

Urban renewal clearance resulted in the loss of about eight traditional Boston city blocks on the eight acre parcel. The historic West End street pattern was consolidated into one superblock to be called eventually the State "Government Services Center," comprising the Lindemann and Hurley Buildings. Lindemann and Hurley themselves are structures of special note. Designed under a Master Plan by architect Paul Rudolph, these buildings are considered by specialists to be among the preeminent examples of modern architecture in the City of Boston.

Also key is the relationship of the site to the surrounding districts. The site is bounded by neighborhoods of varying building types, density and character, among them the residential areas of Charles River Park and the historic neighborhoods of the North End and Beacon Hill. Bulfinch Triangle, an historic district of retail and office structures, also abuts the site. The integration of the site with this traditional fabric of the city should be addressed.

The fundamental intent of the committee's design recommendations is to provide the basis for integrating new construction with existing conditions to create a significant addition to Boston's

neighborhoods. For the committee, this means a commitment to ground floor uses that animate the street. It also suggests creating an ensemble of building forms, neither too high nor too bulky, that includes a hierarchy of orienting and civic spaces, which provide a sense of address, identity and meaning for new residents of the Government Center district.

Recommendation 1: Developers are strongly encouraged to consider introduction of a street pattern and/or pedestrian pathways to subdivide the urban renewal superblock. Such parcelization should serve to integrate development with the scale and character of surrounding neighborhood districts and to create multiple addresses that promote identity and sense of place. Pedestrian circulation should emphasize connections to routes at the perimeter of site, including Government Center-to-North Station and development parcel-to-shopping district pedestrian connections. Teams are strongly encouraged to consider restoring former West End names to any streets, pathways and intersections created on the site.

Recommendation 2: Development teams are required to construct mostly mid-rise buildings, which create a traditional Boston "street wall" prevalent in the Bulfinch Triangle district at the periphery of the site. The buildings should be oriented to the street and provide ground floor uses where possible. Cornices are required to reflect existing heights of the Lindemann and Hurley buildings and Bulfinch Triangle structures, which range from 65 to 90 feet. Scale of fenestration, entrances and other details should be compatible with surrounding buildings.

Recommendation 3: Development proposals are strongly encouraged to minimize building height. However, proposed zoning regulations permit taller buildings up to 310 feet.[5] Such buildings are required to be located in a way that minimizes shadow and wind impact and creates a coherent and pleasing arrangement compatible with low-and mid-rise buildings on the site. In locating taller

[5] Downtown zoning policies proposed by the Boston Redevelopment Authority limit building heights to between 125 feet and 155 feet in the New Chardon Street area, unless the developer secures a Planned Development Area (PDA) designation. A mixed-use PDA requires one acre of land and 51 percent of gross floor area devoted to housing. If design and use conditions are met under a PDA arrangement, building heights may rise to a maximum of 310 feet. Whether a PDA is required will depend on the timing of the development's approval relative to the adoption of proposed zoning ordinances by the Boston Zoning Commission. Current as-of-right zoning permits a FAR 8, with building heights of up to 420 feet.

buildings, developers are required to demonstrate and incorporate "visual easements" that enhance valuable existing vistas and sight lines.[6] Taller structures are required to be set back from the existing 65 to 90 foot cornice heights of surrounding districts.

Recommendation 4: Development proposals are required to reflect the architectural prominence of the Lindemann and Hurley Buildings.[7] Should reuse of the buildings be considered, development teams are encouraged to minimize alterations to the exterior of the buildings and wherever such changes are imposed, improvements should reflect the character and integrity of the existing structures and should enhance their function and use. The existing social and recreational facilities in Lindemann should be upgraded and considered for areawide community use.

Recommendation 5: Development teams are strongly encouraged to create significant internal or external public space. Such spaces should complement ground floor uses and be programmed for public enjoyment.

Recommendation 6: Building materials should be chosen for their permanence, quality and visual harmony with surrounding buildings.

Recommendation 7: Street improvements should respect Boston standards for brick sidewalks, granite curbing, signage, pedestrian-scale lighting, seating and trees. The proposed widening of Merrimac Street should be studied by the city and state with these objectives in mind. The recommended action should be consistent with these guidelines and sensitive to overall traffic impact considerations.

Recommendation 8: Service areas sufficient for full site development should be inconspicuous, safe and fully enclosed and should not interfere with pedestrian circulation.

[6] An inventory of important vistas and sight lines will be developed by DCPO as soon as possible and made available to development teams prior to issuing the RFP.

[7] In a survey conducted by the Boston Landmarks Commission, the buildings were rated a category of #2 on a scale of 1-6, with Faneuil Hall being an example of a Category #1. However, they are not designated landmarks.

Recommendation 9: Parking facilities should be constructed with access designed to minimize conflict with pedestrian flow and to mitigate traffic congestion. Preliminary investigations by the CAC indicate the need for a 750-car underground parking garage. Revenues from a garage might be made available to leverage public benefits. The actual number of cars will be negotiated with state and local agencies based upon zoning requirements, a Traffic Management Study, design considerations and

Recommendation 10: It is strongly encouraged that siting of the development's program elements will support the goal of creating a stable residential environment.

IV. PROCESS

This report is issued in anticipation of disposition of the full eight acre site for development. Ultimately, selection of the winning development team will depend upon the extent to which public purposes and benefits are achieved by the site's development. Preference will be given to proposals that maximize these benefits. DCPO, in association with the Committee, will conduct a public hearing to review these development guidelines in advance of filing legislation. In addition, DCPO will issue a Request for Qualification (RFQ) from interested development teams. Upon passage of disposition legislation, DCPO will advertise a Request for Proposals (RFP) and competitively select a development team.

Recommendation 1: It is strongly encouraged that planning and review processes of state and local governmental agencies should be coordinated and reflect a commitment to feasible private sector development. DCPO is urged to work with other state and city agencies to create an integrated process that fulfills statutory and administrative obligations, including such actions as timely board votes, document filings and city and state design review. DCPO will include in the RFP a timeline establishing target dates for the review process and for relocation of existing buildings should DMH and/or DES move to an on or off-site location.

Recommendation 2: Preference will be given to development projects that exceed state and city requirements for affirmative action in construction and permanent jobs. Preference will be given to proposals that exceed existing public regulations and standards for minority business enterprise and women-owned business participation in construction, design and professional technical services contracts. DCPO will provide the relevant public regulations in the RFP.

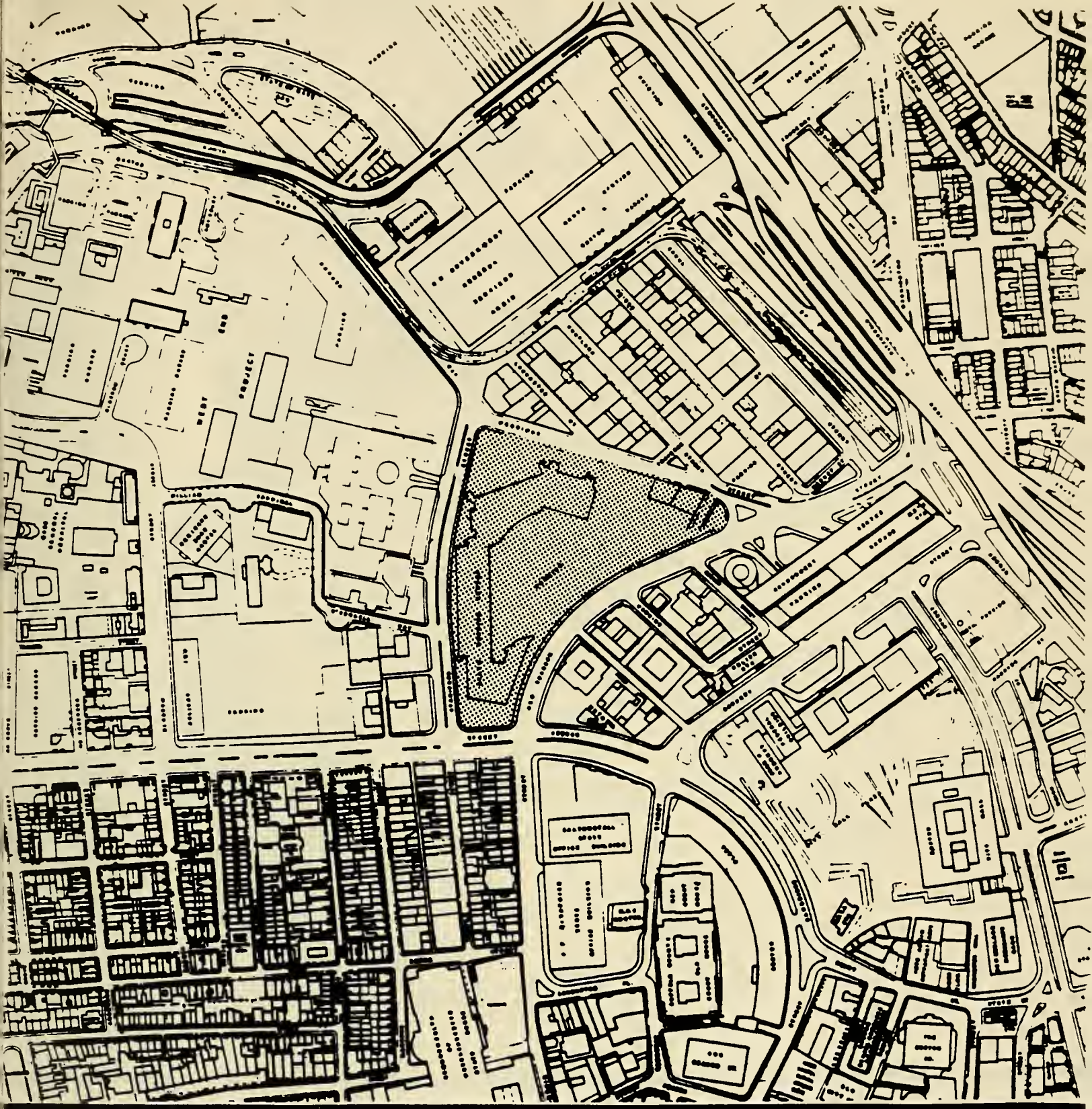
Recommendation 3: It is required that developer proposals include minority equity participation on the development team. DCPO will require developers to submit as part of the RFQ a discription of how the decision-making for the project will be shared by all development team partners.

Recommendation 4: It is strongly encouraged that planning and development should be coordinated with on-going New Chardon Street Citizens Advisory Committee participation to help insure that the perspectives of citizens, neighborhood groups and public agencies are reflected in the ultimate development outcome.

Recommendation 5: It is required that DCPO ensure that the selected development team comply with federal, state, and city affirmative action and fair housing regulations in selecting residents for the development. The selected development team is strongly encouraged to exceed such standards. In addition, development teams are required to submit an affirmative marketing plan as part of their response to the RFP.

V. CONCLUSION

The development guidelines contained in this report represent the consensus of the New Chardon Street Citizens Advisory Committee. Following a presentation of the guidelines at a public hearing and their amendment, if required, it is the recommendation of the CAC that these development guidelines be adopted and transmitted to the Governor of the Commonwealth of Massachusetts. The priorities expressed should form the basis for legislation to be submitted to and considered by the legislature.



New Chardon Street Development Project



Location Map





New Chardon Street Development Project



Site Plan



